

Message Text

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INFO OCT-01 ISO-00 SSO-00 NSCE-00 INRE-00 USIE-00 CIAE-00

DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-07 PA-04

RSC-01 PRS-01 SP-03 SS-20 CAB-09 COME-00 DOTE-00

EB-11 FAA-00 OMB-01 SAJ-01 SAM-01 NIC-01 EUR-25

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DRAFTED BY EA/J:WPIEZ:BCL

APPROVED BY EA - MR. SNEIDER

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TO AMEMBASSY TOKYO IMMEDIATE

INFO AMEMBASSY TAIPEI IMMEDIATE

AMCONSUL HONG KONG

USLO PEKING

C O N F I D E N T I A L STATE 080330

E.O. 11652:GDS

SUBJECT:SINO-JAPANESE AVIATION AGREEMENT

REF: TOKYO 5217

1. JAPANESE MINISTER DONAWAKI AND FIRST SEC ITO
CALLED ON DEP ASST SEC SNEIDER ON APRIL 19 TO DISCUSS
PROGRESS OF CIVIL AVIATION NEGOTS BETWEEN JAPAN AND
PRC. DONOWAKI SAID AGREEMENT WOULD BE SIGNED APRIL 20.
IT WILL CONSIST OF A MAIN AGREEMENT PLUS A PROTOCOL ON
ROUTES. MAIN AGREEMENT GRANTS EACH SIDE RIGHT TO OPERATE
SERVICE TO OPPOSITE COUNTRY, AND CONTAINS STANDARD PRO-
VISIONS ON TAX EXEMPTIONS, EMERGENCY RESCUE PROCEDURES,
AND RECOGNITION OF AIR WORTHINESS CERTIFICATES. DONOWAKI
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SAID HE WOULD PROVIDE DESCRIPTION OF THE ROUTES PROTOCOL LATER ON IN SUMMARY IT ALLOWS JAPAN AIRLINES A ROUTE FROM TOKYO TO ANOTHER POINT IN JAPAN AND THEN TO SHANGHAI OR PEKING AND ONWARD. THE PRC WILL OBTAIN RIGHTS FROM PEKING OR ANOTHER POINT IN CHINA TO EITHER TOKYO OR OSAKA AND ONWARD TO VANCOUVER OR OTTAWA, OR ANOTHER NORTH AMERICAN POINT, AND ONWARD TO MEXICO.

2. DONOWAKI SAID GOJ DID NOT NEGOTIATE WITH PEKING ON ITS SITUATION WITH TAIWAN BUT DID EXPLAIN JAPANESE POSITION AND THERE WAS AN AGREEMENT ON THE LINE TO BE TAKEN BY THE JAPANESE IN ANNOUNCING THE AGREEMENT. IT WAS UNDERSTOOD WITH THE PRC THAT CAL WOULD MAINTAIN SERVICE UNDER A NON-GOVERNMENT AGREEMENT. JAPAN AIRLINES WOULD NOT OPERATE TO TAIWAN, AND A NEW COMPANY WOULD BE FORMED FOR THAT PURPOSE. THE PRC WOULD USE NARITA AIRPORT AFTER IT OPENS BUT UNTIL THEN WOULD USE HANEDA. HOWEVER ARRANGEMENTS WOULD BE MADE SO THAT CAL AND PRC AIRCRAFT WOULD NOT BE ON THE GROUND AT HANEDA AT THE SAME TIME. CAL WOULD ALSO DISCONTINUE SERVICE TO OSAKA, AND WOULD TURN OVER GROUND SERVICES IN JAPAN TO A LOCAL COMPANY. DONOWAKI OBSERVED PRC SHOWED UNDERSTANDING FOR JAPANESE DESIRE MAINTAIN CIVIL AVIATION SERVICES TO TAIWAN BUT ROC WAS BEING VERY STUBBORN RECENTLY AND MIGHT CUT AIR SERVICES ENTIRELY. HE SAID GOJ HAD TRIED TO STABILIZE AIR SERVICES TO TAIWAN FOR LAST 18 MONTHS AS AN IMPORTANT SYMBOLIC TIE BETWEEN JAPAN AND TAIWAN. THE PRESENT THREAT TO DE FACTO RELATIONS IS DEPLORABLE FOR BOTH SIDES, THEREFORE GOJ WORKING VERY HARD TO CONVEY ITS THOUGHTS TO TAIWAN AUTHORITY. IF TAIWAN BREAKS CIVIL AVIATION RELATIONS, DONOWAKI SAID THAT JAPAN WOULD HAVE TO REVIEW ITS RELATIONS WITH THE ROC IN ALL ASPECTS.

3. DONOWAKI ASKED FOR OUR ASSESSMENT OF THE ATTITUDE OF THE ROC. SNEIDER COMMENTED THEIR POSITION SEEMED VERY FIRM AND CAME FROM A HIGH LEVEL. THE PROBLEM WAS THE PROPOSED STATEMENT BY THE JAPANESE FOREIGN MINISTER EXPLAINING NEW AIR AGREEMENT. IF THAT IS UNSATISFACTORY, THEN THE ROC WILL SUSPEND AIR SERVICES AND CLOSE THE TAIWAN FIR TO JAPANESE AIRLINES.

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4 DONOWAKI SAID HIS INSTRUCTIONS WERE TO INFORM US IMMEDIATELY OF THESE DEVELOPMENTS. HE ASKED IF THE US WAS CONTINUING TO TAKE A COMPLETELY NEUTRAL ATTITUDE. SNEIDER ANSWERED THAT THE US DID NOT INTEND TO BECOME INVOLVED. ANY RESOLUTION WOULD HAVE TO BE ARRANGED BETWEEN JAPAN AND THE ROC. DONOWAKI ASKED WHETHER THE ROC HAD MADE ANY REQUEST OF THE US REGARDING THIS

SITUATION. SNEIDER RESPONDED THAT THE ROC HAD NOT, EXCEPT TO CONFIRM THEIR TECHNICAL LANDING RIGHTS AT GUAM AND TO SUGGEST POSSIBLE NEGOTIATIONS ON FULL TRAFFIC RIGHTS. WE HAD INDICATED THAT NEGOTIATIONS OF TRAFFIC RIGHTS WOULD TAKE SOME TIME.

5. DONOWAKI REAFFIRMED THAT HE HOPED THE ROC WOULD UNDERSTAND THE PROBLEM. SNEIDER MENTIONED INTERNAL POLITICAL PROBLEMS, TO WHICH DONOWAKI REACTED BY MENTIONING THE PRESENT POSITION OF CHIANG CHING KUO WHICH HE DESCRIBED AS "WEEK." SNEIDER NOTED THAT PREMIER CHIANG OBVIOUSLY FELT STRONGLY ABOUT THIS MATTER AND DID NOT WANT ANY INSULT TO THE ROC SOVEREIGNTY TO PASS UNNOTICED.

6. FIRST SECRETARY ITO, READING FROM INSTRUCTIONS IN FOLLOW-UP CALL ON DEPARTMENT OFFICERS APRIL 19 AFTERNOON, ELABORATED ON TWO POINTS MADE IN MORNING MEETING WITH DEPUTY SECRETARY SNEIDER.

7. FIRST, WHILE GOJ WILL NOT ASK CHINA AIR LINES TO CHANGE ITS NAME OR FLAG AGAINST ITS WISHES, IT WILL "ON SEPARATE OCCASION" MAKE ITS (GOJ) POSITION CLEAR ON NAME OF COMPANY (CAL) AND CHARACTER OF (ROC) FLAG. RESPONDING TO QUESTION, ITO SAID HE "GUESSED" THAT "SEPARATE OCCASION" WOULD BE SAME DAY AS SIGNING OF AGREEMENT IN PEKING (APRIL 20) AND THAT GOJ STATEMENT WOULD BE MADE BY FOREIGN MINISTER OHIRA.

8. SECOND, ITO SAID GOJ HAD DONE ALL IT COULD TO COMMUNICATE WITH TAIWAN. IF TAIWAN NOW CUTS AIR TIES WITH JAPAN, GOJ WILL BE FORCED TO RECONSIDER ITS RELATIONS WITH TAIWAN "IN ALL ASPECTS."

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9. IN RESPONSE TO ITO'S REQUEST FOR US REACTION, DEPARTMENT OFFICERS FOLLOWING EARLIER INGERSOLL AND SNEIDER STATEMENTS, SAID WE HAD NO INDICATION THAT GROC PRIVATE POSITION ANY LESS FIRM THAN PUBLIC STATEMENTS. MOREOVER, WE HAVE NOT GONE BEYOND URGING BOTH GOJ AND GROC TO FIND MUTUALLY ACCEPTABLE SOLUTION AND DO NOT INTEND TO DO SO NOW. IN LINE WITH THIS POLICY, WE WOULD NOT REPEAT NOT PASS ON TO GROC ABOVE POINTS OR SERVE IN ANY OTHER INTERMEDIARY ROLE.

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